DOCUMENT RESUME

ED 074 368 AC 014 314

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TITLE	Some Trends and Reforms in the Educational Policy of Norway in the Light of the Concept of Life-Long Education.
INSTITUTION	United Nations Educational, Scientific, and Cultural Organization, Paris (France).
PUB DATE	Oct 72
NOTE	25p.; Working document for the Interdisciplinary Symposium on Life-Long Education (Paris, 25 September - 2 October, 1972)
EDRS PRICE	MF-$0.65 HC-$3.29
DESCRIPTORS	*Adult Education; Changing Attitudes; *Concept Formation; *Continuous Learning; Educational Change; *Educational Trends; Government Role; Organizations (Groups); *Policy Formation; Speeches
IDENTIFIERS	*Norway

ABSTRACT

An emphasis on planned and completed educational reforms in Norway which reflect the attitude that education is a lifelong process is presented in this document. A study is made of some of the trends in the development of the formal school system which have been influenced by the concept of life-long education. This study includes primary, secondary, post-secondary, and teacher education. Organizations responsible for adult education are: (1) voluntary and private institutions, (2) labor, and (3) public authorities. It is pointed out that the greatest problem is to determine to what extent adult education should be state-controlled. It is proposed that the Norwegian Adult Education Institute be established to deal with the problems of adult education and to undertake counseling, contact and advisory service. It is concluded that life-long education in Norway is no longer the concern of an exclusive group, but of society as a whole. (CK)

ED 074368

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Distribution: limited

ED-72/CONF.1/12
PARIS, 10 November 1972
Original: English

UNITED NATIONS EDUCATIONAL,
SCIENTIFIC AND CULTURAL ORGANIZATION

SOME TRENDS AND REFORMS IN THE EDUCATIONAL POLICY OF NORWAY IN THE LIGHT OF THE CONCEPT OF LIFE-LONG EDUCATION

by

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AC014 314

This paper is designed as a working document for the Interdisciplinary Symposium on Life-Long Education (Paris, 25 September-2 October 1972). The opinions expressed herein are those of the author and they do not necessarily reflect the views of Unesco.

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INGELISE UDJUS

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Some trends and reforms in the educational policy of Norway in the light of the concept of life-long education.

by

Ingelise Udjus

INTRODUCTION

The basis for an assessment of tendencies and reforms in Norwegian education at present will in this paper be the concept of life-long education as it is defined by Unesco and by other international fora. According to these definitions, education has to be considered a process lasting one's entire lifetime, and the educational system must consequently be planned as an integrated whole. The Advisory Committee of Adult Education of Unesco in 1965 gave the following definition: "The animating principle of the whole process of education, regarded as continuing throughout an individual's life from his earliest childhood to the end of his days, and therefore calling for an integrated education. The necessary integration should be achieved both vertically, throughout the duration of life, and horizontally cover all the various aspects of the life of individuals and society."

Several tentative models for the educational system have been based on this priciple, but they have as yet not led to an educational planning which could bring about an overall reorganisation of the educational field. Moreover, it seems doubtful whether this would be the way in which to introduce life-long, integrated education. In the first place few or no countries today have the human and financial resources needed to realize such a model, and secondly a new system could hardly be introduced without a change of attitude among politicians, administrators, teachers and users.

In this paper, therefore, will be emphasized those planned and already accomplished reforms in Norwegian education which may be considered an expression of this changed attitude. Within

this frame of reference, adult education will be more fully treated. This is partly due to the request by Unesco to do this paper on the basis of personal experience, but also because adult education in its present phase of development is probably one of the major factors when it comes to the realisation of an integrated educational system. This will be dealt with later.

First it will be necessary to study some of the trends in the development of the formal school-system which directly or indirectly have been influenced by the concept of life-long education.

THE FORMAL SCHOOL SYSTEM

A Nordic conference on life-long education, which was arranged by the Norwegian National Commission of Unesco in 1971, stated:

> The principle of life-long education cannot be put into practice without consequences to our present educational system, both with regard to content, structure and methods.
>
> The educational system must be organized on the basis of an over-all view, with integration of the different forms of education and with possibilities of combining branches of study which are at present isolated from each other.
>
> In a system of life-long education the primary school plays an especially important role, both with regard to creating the necessary motivation which all learning demands, and to training working habits and study methods which can ease and facilitate continued learning in later periods.

The educational system of Norway is, as a whole, continuously subjected to reforms, and there is an obvious tendency in the direction of a comprehensive school system. The thoughts on the primary school which were presented by the above Nordic conference, are not new in Norwegian school history. The Curriculum Plan (Normalplanen) of 1939 has become known as the manifesto of educational reformers who adopted the principle of the school as a workshop. Student participation, individualization, group work and integrated teaching were key words in their programme. In connection with their evaluation of curricula as opposed to working methods, a sharp criticism was directed against conspicuous faults in the traditional school. Even though the ideas only unsystematically and to a limited extent have been put to practical test, they have gained ground to such a degree that they must be considered as generally accepted ideas of how schoolwork ought to be practised.

Primary school

In 1969 a new law was passed, replacing the 7-year elementary school with the 9-year elementary school (Lov om grunnskolen). An outstanding feature in this law and in the plans and regulations connected with it, is to stress more heavily the principle of "learning how to learn" than merely the process of conveying knowledge. This is made explicitly clear in the report from the planning committee. It pointed out three main tasks of the elementary school: It should "equip the pupils for life", it should "convey the inheritance of culture" and finally "assist the pupils in their personal growth and development".
The main aims of the school are set out as follows:
"the elementary school shall .... seek to develop the abilities of the pupils, spiritually and bodily, provide them with good general knowledge so that they can become useful and independent human beings at home and in society. The school shall seek to create good and adequate forms of co-operation between teacher and pupil and between school and home."

In The Proposal for a Curriculum Plan for the Elementary School, 1970 (Mönsterplan for grunnskolen) it is stated:
"In reality, all the knowledge and accomplishments which the students attain in the basic school, should be seen as the foundation for a development with ever new ramifications. Each phase of the development has its own value, but has in addition the advantage of qualifying the individual for the next stage. To give students general knowledge means, therefore, to start a process of learning which can be continued and complemented in different directions as far and for as long as the individual's qualifications permit."

The intentions set forth in the plans for this school are thus in accordance with the definition of permanent education as far as horisontal integration is concerned. The pupils are to be prepared to take part in social life by practical co-operation and active participation in the activities of the school, and also to give their leisure a more valuable content.

But certain features in the development also point in the direction of a vertical integration. The introduction of the 9-year elementary school has contributed to a broadening of the education gap between the generations, since the greater part of the population above 40 years of age only have the 7-years elementary school. This again will influence adult education. A new practice has f.i. been introduced which allow adults to

take the exams of the 9-year elementary on a part-time basis and by partial exams. This enforces a certain co-ordination of adult education and elementary schooling.

Secondary school

The changeover to 9-year school has further had influence on the secondary schools, both in form and content. Secondary schools which previously included classes 8 to 12, have now become 3-year upper secondary schools. At the same time that new laws were being prepared for the elementary schools, reforms were set in motion in the secondary school. This has resulted in a proposal for new laws governing the upper secondary school (gymnas) which will soon be considered in the Storting (Parliament). The proposals are based on three reports from a committee set up in 1965 to discuss revisions of the structure and curricula of general and vocational secondary education (Steen-komitéen). This school should aim at giving the students general education and professional training, and at preparing them for further and recurrent education.

Here one also recognizes the idea of offering course units which do not necessarily have to be taken in compulsory sequence and can be adapted to the particular situation of the individuals at any given time. During the first year about 60% of all class time is spent on compulsory subjects which all students must take, while freedom of selection increases during the second and third years. Length of study can be one year, two years or three years, at the choice of the students, and differentiation is effected through students' choice of courses with different content. A main principle is that the school shall be open to all. Another principle which is important when assessed in relation to life-long education, is that the students shall steadily build upon the knowledge they have acquired, e.g. every two-year basic course sets the foundation for the one-year extensive additional course, with the aim of achieving full competence for academic studies.

In accordance with the combined framework which the Committee of 1965 has formulated, a number of experimental two-year basic courses have been commenced.

The Committee has stressed that the system they have proposed does not only apply to the age group 16 - 19 years, but also to "those who, within the normal period of schooling have not

succeeded in gaining the qualifications they require or desire - either applied to work or to a complete education" and who must "have the opportunity to obtain complementary education in whichever subject required".

The fact that the Committee proposes a flexible model for the secondary school and conceives of education and learning as a process which will extend throughout life, shows that it considers a separation between the initial education in full-time school life and adult education as artificial. This enforces a cooperation between the school authority and those who organize adult education and implies that the public schools - including secondary schools - must also offer courses to adults who want to be tested in single subjects.

In recommending that a combined Law for an advanced school system should be prepared the committee states: "The Committee has assumed that the secondary school shall also give evening courses and offer separate courses in subjects which are normally part of the school's regular curriculum. This means that the school should be responsible for adult teaching which has the same or similar content as its courses for adolescents. The Law should also include this type of education".

Even today one can as in the 9-year primary school, qualify for a degree by accumulating partial exams over a longer period of time. To a great extent, preparation for such degrees will be taken by correspondence courses, evening classes and short intensive courses, most often by a combination of these.

Post-secondary education

Higher education has also been the object of extensive reform work, and here the idea of a life-long, integrated education has been carried the furthest. In 1965 a governmental committee was appointed to analyze questions of further education for matriculation (examen artium) candidates and others with corresponding educational standing. That is to say that here, for the first time, one evaluates all post-secondary education in context, and also in relation to the other parts of the educational system. The committee has presented five reports, of which one deals with recurrent education. In its conclusion the committee states: "In the post-secondary education system recurrent education should be considered an integral part of a

continuing educational process extending over a person's entire professional life span. As a consequence, education would be distributed over the individual's life, thus making it possible for the post-secondary basic education to be limited to a reasonable length of time."

The committee continues:

"Recurrent education should be incorporated as an integral part of the programs of universities, colleges and district colleges, and the total instructional and research capacity of these institutions should be given such dimensions as to encompass recurrent education."

The Committee further cites a number of reasons for an expansion of the criteria which form the basis for admission to education at university level. Concrete proposals for this particular field have since been put forward (November 1971) in Recommendations for new rules of admission to Norwegian universities and colleges from the Matriculation Committee of 1969. The new rules have already been put into practice by the University of Oslo.

Teacher training

All the reform work and the proposals which have been made have had an effect on the outlook on teacher education. The reforms which have been tried out in the teacher training colleges since the mid-1950's have now crystallized in a proposal for new legislation governing teacher education which reflects the developments which have taken place in schools and in institutions of higher education. Teacher training has developed towards more flexible forms of study and a greater freedom of selection on the part of the students. The demand for legislative measures to ensure the right to recurrent education has become stronger, inasmuch as the number of courses aiming at recurrent education for teachers have increased, and the necessity of adapting to new forms and methods is steadily growing. In the proposal for a new legislation it is thus assumed that pedagogical institutions should give recurrent education and that state, county and community authorities should cooperate so as to ensure for teachers, school administrators and persons with special duties in the school the opportunity of maintaining their professional skills and keep informed in their professional areas. The pedagogical institutions shall "plan and arrange for recurrent education in cooperation with

the superintendant of schools, the county school administration, the municipal school administration and central agencies, in those professions and those areas in which the institutions have particular qualifications."

This short survey of developments in the formal school system reveals that concepts and ideas corresponding to the criteria proposed for an integrated system of education have been more or less deliberately introduced, both in the reforms already implemented and in the experimental work still going on.

There is reason to believe that the most radical proposals will remain theories, partly because of lacking resources. It seems obvious, however, that the slogan that education is a process which must continue throughout life, and that the social aspects of education are as important as the distribution of knowledge, is now eagerly grasped by education planners. These are slogans which, as late as the 1950's, sounded like a cry in the desert from idealistic adult educationists, while today adult education itself, which covers the longest period in a life-long educational process, is by far the weakest link in the system.

ADULT EDUCATION

Traditionally adult education in Norway has been taken care of by independent organisations of a wide variety, both humanitarian, cultural, professional and political organisations. This has been the case also in other Scandinavian countries, but in Norway an outstanding feature has been the cooperation between these organisations and the coordination of their common activities at a relatively early stage of development. Even if organized study work for adults dates as far back as the middle of the last century it was a decisive event when in 1932 the Joint Committee for Study Work (Samnemnda for studiearbeid) was established. It has since been an instrument of cooperation which has played a key role in the development of adult education till this day. It has to some extent remedied the lack of a lucid organisational pattern which adult education generally suffers from and which has proved to be important when adult education is to be put on an equal footing with basic formal schooling.

This principle was the basis for Parliamentary Bill No 92. On Adult Education, which was approved by the Storting in 1965, and which meant a turning point for the development of adult education in Norway. Adult education is here defined as follows:

"In this report adult education means all education which is not part of the initial schooling.
According to this definition adult education comprises all general education and specialised and vocational training which adults seek to obtain after having gone to work for some time."

The general aims of adult education should be to give each individual the best possible opportunity during his adult life to satisfy his desire for knowledge and to qualify him for his vocation and community life in general.

According to this one should not differentiate between education preparing for an examination as adult education proper, and other types of education (general education). The Parliamentary Bill puts great emphasis on forms of training which lead to competence to engage in social work or to fill appointments involving social responsibility, but the bill also lays stress on the necessity of not making any distinction between "useful" and "useless" knowledge, - to quote from the bill:

"The fact that an individual seeks knowledge - that he wants to know more about his trade or profession and about the community in which he lives - is valuable as such ...
General education will also gain importance as a counterbalance against the stresses resulting from occupational specialization. To many, specialization leads to monotonous and often tiresome work. During leisure hours people must therefore endeavour to develop abilities and talents which they are prevented from utilizing in the course of their work. Not least does this apply to the urge to acquire knowledge. The technical revolution sett off by automation could lead to shorter working hours than today, and a correspondingly greater need for leisure time activities."

The general policy since expressed by government and Storting is that adult education should contribute to level out the educational gaps caused by geographical, social and age differences.

Adult education has since the late fifties no longer been a task only for voluntary organisations, but has become an important factor in the world of work and a responsibility also for the school authorities. The relatively simple organisational pattern has gradually been replaced by a complicated patchwork where a number of organisations, institutions and official bodies play their roles more or less independent of each other. This makes it difficult to plan adequately and to make sound and necessary priorities as a point of departure for a rational use of limited resources. The organisational and administrative pattern set out in the above-mentioned bill was therefore an important step forward towards placing adult education as an equal partner in the educational system. It led to the establishment of a department for adult education in the Ministry of Education, which has the responsibility for the central administration of adult education, both liberal and vocational education.

To give advice to the Ministry, and to initiate and promote the development of adult education, a state council was set up, consisting of representatives from the Norwegian Federation of Trade Union, the Norwegian Employers' Federation, the Joint Committee of Study work, Labour market authorities, university and broadcasting.
Similarly, adult education councils have been set up in the counties and the communities, as advisory bodies to the educational authorities. In addition county consultants for adult education have been appointed. A survey of the organisation of adult education is given in Annex I.

The State Adult Education Council, when established, saw it as one of its primary tasks, while seeking to coordinate, to draw up a division of responsibility between the different parties engaged in adult education, based on the actual situation.
In its report the council states that such a division must be flexible, especially with regard to fields that are of a too recent date to be accepted as established traditions or to fields in which other and more practical motives speak in favour of letting things develop until a firmer pattern presents itself.
It distinguishes between three main partners engaged in adult education:

a. Voluntary organisations and private institutions.

To this group belong organisations and institutions not directly connected with the world of work, mainly the member organisations of the Joint Committee for Study Work, including the Correspondence Schools and the Folk high schools.

b. Labour and its organisation comprise both trades and industries, and trade associations and organisations which look after the interests of employers and employees.

c. Public authorities

Under this heading we find both the education authorities, the manpower authorities and other official bodies. It is distinguished between the following categories:

The state:

Ministry of Church and Education, The Department of Adult Education
The Adult Education Council - The Council for Correspondence Schools
The Manpower Directorate

Individual educational establishments:
Vocational and technical schools
District colleges
Universities and colleges

The counties:

Adult education committees
The County Manpower Authority

Individual educational establishments:
Schools for general education
Vocational and technical schools

The municipalities:

Adult education committee

Individual educational establishments:
Schools for general education
Vocational and technical schools

The evident division of responsibility between these three main categories is to leave liberal adult education, that is activities which do not aim at passing an examination, and also certain cultural activities, to category a; voluntary organisations. As the demand for credit-courses has increased considerably, compared with the demand for non-credit-courses, the organisations have also tried to cover these new demands from groups which traditionally attend their courses.

The world of work (category b) presents a somewhat more complicated picture. The great and rapid changes in this field where adult education has few established traditions, call for a flexible system. Re-education which aims at readjustment to new processes and methods, training aiming at human relations in industry, cooperation problems etc. and the up-dating of knowledge and improvement of qualifications should primarily be the responsibility of the industries themselves and the labour organisations. When it comes to general recurrent education, or to re-education following transfer from one industry to another and courses aiming at special groups in the need of readjustment, i.e. elderly people, functionally handicapped and foreigners, this will be the responsibility of the public authorities, both manpower and education authorities (category c).
The education authorities should furthermore have the responsibility for adult education which aims at examinations with parallells in the educational system.

Such a rough model does not solve all problems, however, and there is always the danger that fixed rules will hamper development or give it the wrong direction. During the two years which have elapsed since the report was presented, it has become appearent that the map does not always correspond to the terrain. On the other hand it has served as an instrument to elucidate problems and enforced the parties concerned to re-evaluate their position.

The greatest problems stem from the general one of to which extent adult education should be controlled and taken over by official authorities. There is a general agreement that the State has the duty to see to it that courses for adults are being held and to give it financial support. The expressed wish to put adult education on an equal footing with the formal school system, which in Norway is a public responsibility, must necessarily lead

to increased grants from public sources. The question is whether increased grants must or should result in increased public control and how it will be possible to preserve the independence and flexibility of adult education which is so essential. These are questions which are dependent among other things upon the way in which adult education is financed and administered. A few examples may illustrate this.

If we examine the administrative pattern set out in the chart Annex I we find that liberal adult education is organised through the Joint Committee for Study work also on the county level. County committees for study work have long existed and consultants have in many counties been employed by the Joint Committee to act as advisers to its member organisations. The task of coordinating the entire field is thus much easier than would have been the case if the multitude of organisations engaged in liberal adult education had not been so well organised. But on the other hand the setting up of official bodies to encompass all adult education may cause problems as to the division of work between them and the representative bodies of the voluntary organisations which for a century had been the sole masters in the field.

In the world of work the problems do not so much arise from conflicts between an already existing organisational pattern and the new one, since this is a relatively new field in adult education. In the report from the State Adult Education Council, this field has been thoroughly analysed, but still there remain many unanswered questions as to responsibility and division of work between industry, organisations and official bodies. Among them is the question of which of the expenditure items the public authorities are to cover, educational leave etc.

A common feature in both the liberal and vocational field is that adult education activities once established, gradually are taken over by the authorities.
Above all there are problems connected with the financing of adult education in the organisations and in the industries. Education in Norway, including higher education, is free. Adult education is also free if it is arranged by the schools and aims at official examinations. When part examinations were introduced, the voluntary organisations offered courses to prepare for these

and state support is given to cover part of the expenses, whereas the rest must be paid by the students themselves, while such courses arranged by the schools are free. The simple solution would seem to be to let the schools take over all such courses. The organisations claim, however, that they have special qualifications in the field, their methods are especially adapted to the requirements of and the situations confronting adults, and their broad contact with the public gives them greater possibilities when it comes to motivation and recruitment. We here touch upon the difficult question of whether the set up of an integrated educational system will in fact lead to integration of adult education into the established system with its accepted practices and values. It is the opinion of the State Adult Education Council that to avoid this, to obtain a true integration with a balanced influence from all partners adult education must be strengthened considerably before it can play its role of an equal.

There has been a considerable increase in the funds allocated to adult education. In 1960 the expenditure on adult education under the Ministry of Education was 0,2% of the total expenditure on education and research. In 1972 the percentage had increased to 1,5.

Administrative coordination of the field has however not been followed by financial coordination. A survey of the expenditure on some form of adult education under all ministries shows that the total sum spent in 1970 was well over 100 mill., of which only 15 mill. was spent through the Ministry of Education.

Similar practices can be found on the county and community level where grants for adult education arranged by voluntary organisations are allocated quite separately from grants to vocational adult education.

In addition to contributions from public sources, considerable amounts are also invested in adult education by industrial enterprises and the organisations. The most significant development in this context has been the creation of the Training and Development Fund. The Fund was established by the 1970 General Agreement between the Norwegian Employers' Federation and the Norwegian Trade Unions. The Agreement creating this Fund stipulates that each enterprise, with the exception of the municipalities, shall pay one krone per week per person employed and that each

person employed shall pay 50 öre per week to a Fund to be used for educational purposes. It is estimated that, in a full year, contributions to the Fund will amount to some 35 millioner kroner.

Approximately 3 per cent of this will be given to the "Co-operation Council" (body created in 1966 to foster development of industrial democracy through various types of activities, including the research carried out by the Work Research Institute) and other common activities. The remainder will be divided equally between the employers and the trade unions.

The funds provided should supplement those already being used for education by the national unions. These amount to some 7 millioner kroner per year. Thus the money available for education within the union movement should be tripled. Furthermore, the limit of the amount provided by the government for supporting trade union courses lasting five days or more has, from 1 January 1972, been increased from 1,7 to 3,55 million kroner.

The agreement, concerning the fund came into force on 1 October 1970. The terms of the agreement covering the formation of the fund are:

Para 1 PURPOSE - The purpose of the Fund is to carry out or support activities furthering the spread of information and education throughout Norwegian working life.

Para 2 SCOPE - Information and education, including course and school activities, should inter alia have as their aim:

1) the training, on modern lines, of shop stewards, with special emphasis on rationalization, safety precautions, productivity, economy and matters of co-operation.
2) the training, both of management and employees, in the subjects mentioned under point a.
3) the preparation, arrangement and development of training facilities.
4) the promotion of sound and proper rationalization as a means of raising productivity.
5) the promotion of good co-operation within the individual company.

The establishment of the fund and the consequent large-scale activities will require investments also from public sources. This is bound to affect the allocations made to other types of adult education. There is on the whole need for an over-all planning, and only when the financial resources are considered in total, will it be possible to make priorities according to an analysis of needs.

In this situation, one must however point out some developments in the adult education field which tend to strengthen adult education as a whole and which could not have been attained by one party alone. Of special importance is the development of research, teacher training and teaching materials. The State Adult Education Council has been especially concerned with these fields. Some progress has been made the last years and research on adult education has f.i. been included as one of the priority fields within Norwegian educational research mentioned in a report on the development of Norwegian educational research. A minor, but important feature, is that the Central Bureau of Statistics has included adult education in its statistics on education, and thus produces annual publications on adult education.

Teacher and leadership training is being developed both in the teacher training colleges as referred to earlier, in the organisations and in institutions and organisations connected with the world of work. The outstanding event, however, is the proposal from the State Adult Education Council, now in principle accepted by Parliament, to establish a centre for adult education research, advice and training. The Norwegian Adult Education Institute (Norsk Voksenpedagogisk Institutt) is to be organized as a separate institution directly under the Ministry of Church and Education and financed by the State. The Board shall consist of representatives from the universities, the Norwegian Federation of Trade Unions, the Norwegian Employers' Federation, The Joint Committee for Study Work and The State Adult Education Council. The institute shall:

1. Engage itself in education, research, experimental and development work, reports and planning, documentation and information, together with advisory work, contact and consultative work. The programme shall be carried out by the institute itself or in conjunction with other institutions,
2. stimulate other institutions to take up work in the same fields,
3. assist The State Adult Education Council in co-ordinating the various projects in progress.

The institute shall, in its general activities, first and foremost be "consumer-oriented". This means that the basis for the institute's work must be the immediate and long-term needs of adult education. The field of activity will comprise training, research, experimental and development work, reports and planning, documentation and information. The object of the institute shall be partly to be actively engaged in this work, partly to stimulate other institutions to take up work in the same fields and partly to stimulate the "consumers" into active participation. A more detailed description of its tasks will be useful as it is an example of a practical approach to obtain a higher degree of integration within the field of adult education.

Where special training of teachers for adults exists today, it is carried out as mentioned above, by organisations and institutions engaged in adult education. This should continue to be the general rule. The proposed institute should not, therefore, undertake such training, but should be available to assist the institutions with the pedagogical service they may need. The personnel of the institute should be qualified for teaching at a high professional level within the fields of activity of the institute. They should participate in the planning of educational projects and give assistance with the teaching in other institutions. The institute should set up a training programme for the benefit of teachers from other institutions who would stay at the institute for a shorter or longer period. The institute has a direct responsibility for the training of those who are, in their turn, responsible for the training of teachers in their own institutions. The institute shall on the other hand co-operate with the pedagogical institutes at the universities and colleges with regard to the technical side of this training. As regards administration and exchange of practical experience, the institute must draw on its own and on outside forces.

In establishing The Norwegian Adult Education Institute, one should not lay down hard and fast types of problem approach in research and experiment work. The form of problem approach should be subject to constant reappraisal drawing on a wide contact with groups engaged in adult education work. In its contact with the "consumer" of adult education, the institute shall continually keep itself informed of the research and development work which is undertaken. Some of these projects, and

especially those which are particularly consumer-oriented, should be taken up by the institute itself. In addition, the institute will be responsible for passing on to universities and colleges information on reported needs for research in the field. Another function of the institute will be to inform the public of the research results as they are presented by the researchers, and to present them in such a way as can be understood by people outside the research world.

With regard to documentation the new institute should establish close co-operation with the Norwegian Central Library of Education. It should thus be a primary responsibility for the institute to disseminate information which is collected and systematized by the Library. Today this is done all too seldom, and only to a limited extent does it reach those whom it is meant to serve. In addition the new institute should be responsible for current information on its own projects. It will also be natural for the institute to keep the different "users" informed of general developments in the practical field of adult education.

It should also undertake a counselling, contact and advisory service. Thus adult education organisations shall have the right to refer their problems to the institute. The staff of the institute should contribute to the clarification of problems, inform on available aids and specialist assistance, or help to work out proposals for research projects, experiments and planning. Such proposals should be taken up at the institute when they fall within its policy framework at the current time, but may also be put forward to other institutions. It would be natural for the institute to give special help to the regional pedagogical centres which are being established by the local school authorities.

A similar proposal, also in principle approved by Parliament has been made with regard to multi-media teaching. An independent institution under the Ministry of Education is to be established, which will be responsible for teaching through radio, television and other media, including the development of study material. The State Adult Education Council, in its comments on this proposal points out the need for organisation on the consumer side, in respect of recruitment methods, teacher traning and stimulation of the educational environment and says "This will again

call for continuous cooperation between programme producers, the school authorities, the voluntary organisations, the correspondence schools and industry.

The decisive effort to bring adult education on an equal footing with the formal school system, is the law on adult education now under preparation. Many of the problems mentioned, with regard to organisation, to administration and to financing, one must expect will be solved through this new legislation, according to the mandate given for the committee now at work.

The mandate is formulated as follows:

1. The committee should formulate the tasks which one should aim at accomplishing within the field of adult education, including recurrent education and to ascertain in which manner they can best be carried out,
2. formulate a draft for a Law on adult education taking into consideration the division of labour and responsibility between the municipalities, the counties, the State (school system, universities and colleges, radio and television etc.), private schools, correspondence schools, voluntary organisations, labour market bodies, employers and employees, and in this indicate guidelines as regard the responsibilities of personnel attached to the school authority in connection with adult education activities at the schools,
3. estimate the costs of education which implementation of the bill will involve and propose a distribution of cost between state, county, municipality, organisation, employer and employee, and
4. assess how the costs to the individual participant in adult education should be covered (loan, grant or other means).

The committee will deliver its recommendations in the second half of 1972.

CONCLUSIONS

In the introduction it was stated that the implementation of the concept of life-long education was dependent upon a change of attitude towards education in general. It has been pointed out that the reforms in the formal school system are to a great extent influenced by this concept. The developments in the field of adult education which have been described in this paper, also express such a change of attitude. It is no longer the concern of an exclusive group, but the concern of society as a whole.

It has further been shown that the introduction of an integrated educational system takes place gradually without any deliberate attempt to realize a preconceived accomplished model.

One condition in developing the system, is to give adult education a better position within the educational field. It covers a far longer period in man's life then any other part of the educational system and is an indispensable part of it. The recognition of this fact by society in general is however of a recent date, in spite of the long traditions of liberal adult education. Compared with a well organised school system, adult education is in an early stage of development.

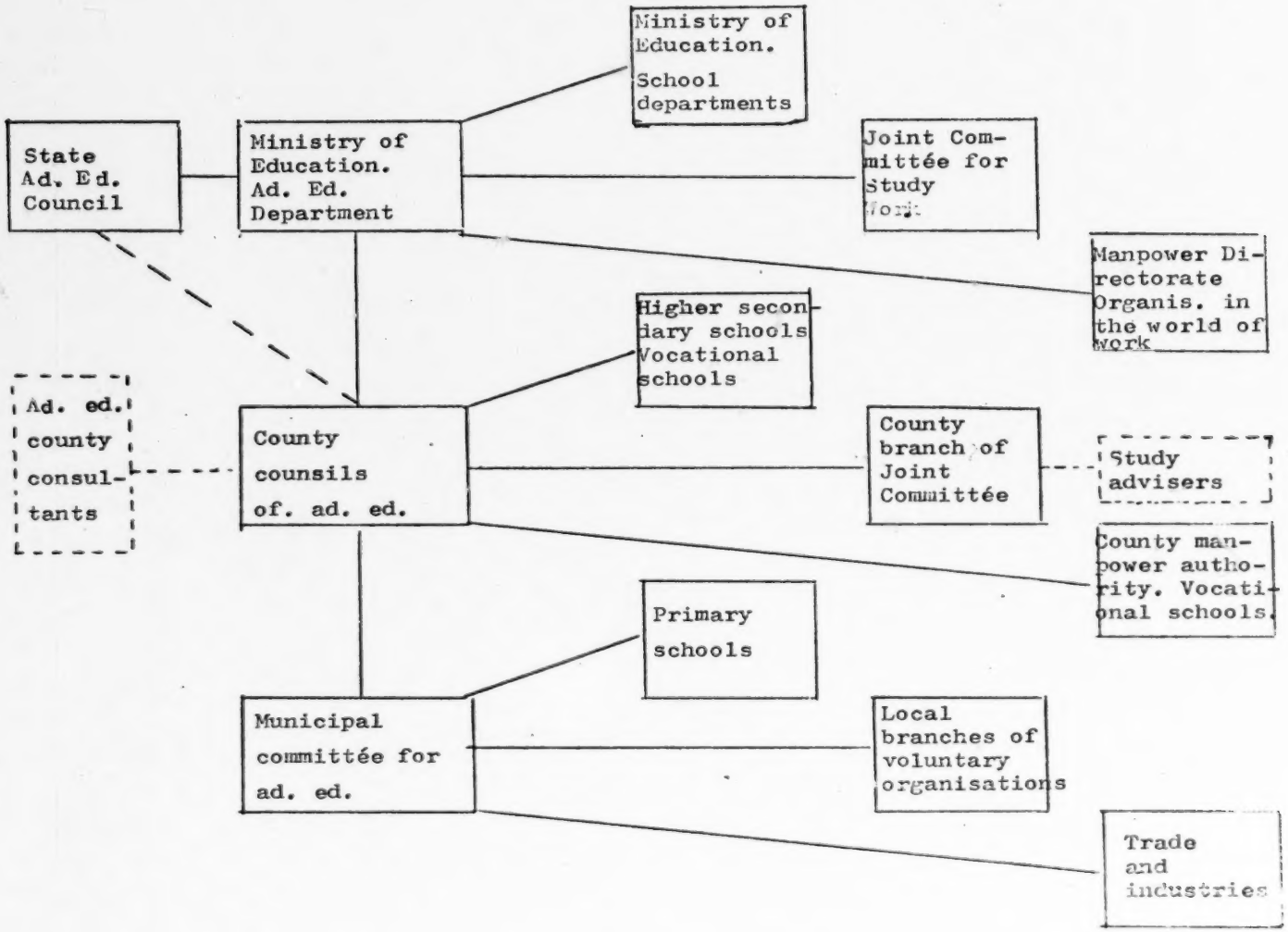
This might call for measures to systematize and professionalize adult education to make it commensurable with school education. Herein lies however the germ to a conflict between the wish to create a unified system and at the same time preserve the characteristics of adult education which in themselves represent a counterbalance to control and rigidity.

When strengthening adult education through administrative and financial coordination, as described in this paper, one must therefore at the same time aim at flexibility which makes it possible to have freedom of choice, room for experiments and variety.

The establishment of special research and training institutions and the introduction of a new law on adult education may seem incompatible with the planning of an integrated educational system which should be regarded as a whole. In a transition period this has however been deemed necessary to ensure a balanced influence of all types of education in the promotion of a life-long educational process. When adult education through these measures can fill its place as an equal partner to formal school education, one can foresee the eventual amalgamation of educational instruments and institutions to serve the field as a whole.

Oslo, Norway, 8 September 1972

STRUCTURE OF ADULT EDUCATION IN NORWAY


Ministry of Education. School departments
State Ad. Ed. Council
Ministry of Education. Ad. Ed. Department
Joint Committée for Study
Manpower Directorate Organis. in the world of work
Higher secondary schools Vocational schools
Ad. ed. county consultants
County counsils of. ad. ed.
County branch of Joint Committée
Study advisers
County manpower authority. Vocational schools.
Primary schools
Municipal committée for ad. ed.
Local branches of voluntary organisations
Trade and industries

ANNEX II

MAJOR EVENTS AND DOCUMENTS BETWEEN 1960 AND 1972
OF SIGNIFICANCE TO ADULT EDUCATION IN NORWAY

a. General development.
Public support to non-governmental organizations and institutions.

1960 Recommendations submitted by a special committee appointed by the Ministry of Church and Education on the question of public support to the educational and cultural work undertaken by voluntary organizations (Gran-Andresen-komitéen)

1964 Establishment of The Norwegian Cultural Fund for the purpose of "solving some of the cultural problems arising from the impact of rapid technological and social development in a small country".

1964-1965 Parliamentary Bill No. 92 (1964-1965) on adult education recommended measures for the systematic development of adult education, with regard to general education as well as to specialized and vocational training.

1966 Establishment of a separate Department for Adult Education in the Ministry of Church and Education.

1966 Appointment of The State Adult Education Council.

1967 Recommendations by a committee on the training of personnel for adult education by voluntary organizations submitted to the Joint Committee for Study Work (Brattset-komitéen)

1968 In accordance with recommendations from the Ministry the first educational committees in counties and municipalities were appointed.

1968 Recommendations on the use of radio and television for educational purposes submitted by a special committee appointed by the Ministry of Church and Education (Bargem-komitéen)

1968 Establishment of the Norwegian Correspondence School Association. The main purpose of the Association is to maintain a high quality and work for improved methods in correspondence teaching.

1969 Recommendations submitted by a committee appointed by the Ministry of Church and Education to report on the possibilities offered by correspondence courses. The committee recommended a considerable extension of the system of State refunds of students' fees.

1970 An Act on public grants to private schools passed by Parliament.

A report on "Structure and Organization of Adult Education in Norway" was submitted by the State Adult Education Council.

1970 A Committee was appointed by the government to report on the development of adult education and make proposals for a law on adult education.

1971 A new Act on Public Libraries passed by Parliament. According to the Act provisions must be made for a considerable extension of the services rendered through libraries in all municipalities.

b. The field of labour.

1964-1965 Parliamentary Paper No. 98 (1964-1965) on vocational training of adults as an element in the labour market policy pointed out that the central responsibility for such training should be divided between the manpower authorities and the educational authorities.

1964 Establishment of a Department of management development in the Norwegian Employers' Federation.

1965 Establishment of the Council for educational programmes for civil servants.

1968 Appointment of the State Council for Management Development.

1968-1969 A report to Parliament on the further development of the vocational training programmes for adults was given in Parliamentary Paper No. 45 (1968-1969) on labour market policy.

1970 An agreement between the Federation of Trade Unions and the Employers' Federation on the establishment of a Training and Development Fund came into force in 1970.

1971 Recommendations submitted by a committee appointed by the government to report on the question of Democracy in Industry (Eckhoff-komitéen).

c. Public educational institutions.

1962 Establishment of the Division of Information and Extramural Activities at the University of Oslo.

At the University of Bergen an information office was established in 1969. A Director of Study was appointed at the Technical University, Trondheim, in 1965; and a Department of Pedagogics and Supplementary Studies established at the Agricultural College in 1969.

1964 An assistant professor in adult education appointed to a new chair at the University of Oslo.

1964 Appointment of a committee on post-secondary education (Ottosen-komitéen). The committee has submitted five recommendations between 1966 and 1970.

1965 Appointment of a committee to propose revisions of the structure and curricula of general and vocational secondary education (Steen-komitéen). Its three recommendations were submitted in 1967, 1969 and 1970.

1968 Proposals for the training of teachers for vocational schools submitted to the Ministry by a special committee (Einarsen-komitéen).

1968 Recommendations for a new law on teachers' training submitted to the Ministry of Church and Education by the Council for Teachers' Training.

1968 The possibility of passing "part examinations" was opened to adults in 1968 when the Ministry of Church and Education announced rules for the arrangement of tests in subjects taught in the nine-year primary school and in secondary school.

1969 The first district colleges started experimental operation in accordance with Parliamentary Bill No. 136 (1968-1969).

1970 A committee on the educational training of university teachers submitted its recommendations to the University of Oslo.

1971 A study on Roads to universities (veier til universiteter og høyskoler) was submitted by the Matriculation Committee appointed by the Deans of Norwegian Universities.

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